DOCUMENT RESUME

ED 474 372 HE 035 686

TITLE	A Review of California's Cross Enrollment Program. Commission Report.
INSTITUTION	California State Postsecondary Education Commission, Sacramento.
REPORT NO	CPEC-R-03.01
PUB DATE	2003-02-00
NOTE	32p.; A Report to the Governor and Legislature in Response to Senate Bill 1914 and Senate Bill 361.
AVAILABLE FROM	California Postsecondary Education Commission, 1303 J Street, Suite 500, Sacramento, CA 95814-2938. Tel: 916-322-9268; e-mail: PublicationRequest@cpec.ca.gov. For full text: http://www.cpec.ca.gov.
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	EDRS Price MF01/PC02 Plus Postage.
DESCRIPTORS	Community Colleges; Educational History; *Enrollment; Higher Education; *State Colleges; State Programs; *Student Participation
IDENTIFIERS	*California; Concurrent Enrollment

ABSTRACT

This report provides a history of the California Cross-Enrollment Program, presents an analysis of institutional and student participation in the program, and makes some recommendations for its continuation. The Cross-Enrollment Program permits any students who is enrolled at lest half time in any campus of the California Community Colleges, the California State University, or the University of California to enroll at another system's campus without formal admission and on a space-available basis. The California Community Colleges Chancellor's Office surveyed 108 colleges, and 83 responded about participation in the program. Of these, 46 did not participate. All campuses of California State University participated, and all nine University of California campuses participated. Data were also obtained about student participation, which varied, but did not involve large numbers of students. The California Postsecondary Education Commission recommends that: (1) the program be continued; (2) all campuses should improve the manner by which students are informed of the availability of courses and the operations of the program; and (3) the $10 fee to enroll in the program is appropriate and should be retained. Five appendixes contain information about program participation and enrollment. (SLD)

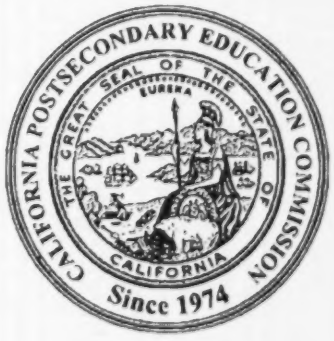
Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 474 372

A REVIEW OF CALIFORNIA'S CROSS-ENROLLMENT PROGRAM

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY
C. Ratliff
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
1

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

FEBRUARY 2003

COMMISSION REPORT 03-01

BEST COPY AVAILABLE

HE025086

Summary

This report provides a history of the Cross-Enrollment Program since its inception in 1994, an analysis of institutional and student participation in the program, and the following Commission recommendations:

- The Cross Enrollment Program should be continued;
- The University of California, California State University, and California Community College campuses should improve the manner by which students are informed of the availability of courses at other colleges through the Cross Enrollment Program. Counseling offices and transfer centers at community colleges should encourage potential transfer students to utilize the Cross Enrollment Program. The Cross-Enrollment Program should be an integral part of existing transfer articulation agreements and programs between two-year and four-year institutions; and
- The $10 fee a student pays to enroll in the program is appropriate and should be continued.

The Commission adopted this report at its meeting of February 4, 2003. It has been be added to the Commission's Internet website -- www.cpec.ca.gov -- and will be electronically accessible to the general public.

Additional printed copies of this report and other Commission documents may also be obtained by e-mail at PublicationRequest@cpec.ca.gov; or by writing the Commission at 1303 J Street, Suite 500, Sacramento, CA 95814-2938; or by telephone at (916) 322-9268.

A Review of California's Cross-Enrollment Program

A Report to the Governor and Legislature in Response to Senate Bill 1914 and Senate Bill 361

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 03-1
PUBLISHED FEBRUARY 2003

This report, like other publications of the California Postsecondary Education Commission, is not copyrighted. It may be reproduced in the public interest, but proper attribution to Report 03-1 of the California Postsecondary Education Commission is requested.

Contents

Page	Section
1	Legislation
1	Background
2	Establishing An Advisory Committee to the Commission's Study
2	A Cautionary Note Regarding the Data Collected
3	Campus Participation in the Program
5	Student Participation in the Program
9	Policy Issues for Consideration
13	Commission Findings
14	Commission Recommendations
15	Appendices

Appendix A: SB 1914 -- Postsecondary Education: Cross-Enrollment Program

Appendix B: SB 361 -- Postsecondary Education: Cross-Enrollment Program

Appendix C: Community Colleges Reporting Participation in Cross-Enrollment Program, August 2002

Appendix D: Courses Taken at the California State University and the University of California by Cross-Enrolled California Community College Students, 2001-2002

Appendix E: Cross-Enrollment Program Courses Taken in 2000-2002 at the University of California

A Review of California's Cross-Enrollment Program

Legislation

In 1994, SB 1914 (Killea) created a Cross-Enrollment Program. The program permits any student who is enrolled at least half-time in any campus of the California Community Colleges, the California State University, or the University of California to enroll at another system's campus, without formal admission and on a space available basis. Students pay an administrative fee of no more than $10, and may enroll in no more than one course per academic term. Student admittance to courses is at the discretion of authorities at both the sending and receiving colleges, and the program is limited to public colleges and universities.

To determine the effectiveness of the Cross-Enrollment Program, the Legislature directed each of the three public segments to evaluate the impact of the program on student use, revenue implications, and other issues that may be identified to determine the program's efficiency, and to determine whether the program should be established permanently. Each segment was directed to report results of its evaluation to the California Postsecondary Education Commission. The Commission was asked to prepare a report based on the results of each segment's evaluation. Follow-up legislation, SB361, extended the Commission's reporting deadline, and directed the Commission to determine whether the program might be underutilized and to provide options for increasing student participation in the program. A copy of SB 1914 and SB 361 appear as Appendix A and B.

Background

The initial impetus for the program was for the three public segments of higher education in California to become more accessible and responsive to student needs, to make cross-enrollment procedures simpler and less time consuming, and to begin to develop a new "learner-centered" model of a college or university for the 21st century. It was thought that cross-enrollment would also maximize the utilization of educational resources by filling empty classroom seats in each of the three public segments of higher education. The program could also expand opportunities for potential transfer students by providing them with the opportunity to enroll in classes that may not be offered by their home campus, and to explore new academic programs and institutions.

Several objectives of the program were stated in the initial legislation that established the program, and included:

- Enabling campuses of the three public segments of higher education to become more accessible, to become more responsive to student

needs and to make cross-enrollment procedures simpler and less time consuming.

- Expanding existing practices related to concurrent enrollment and to expand opportunities for potential transfer students to participate in activities that familiarize them with a university campus.

- Responding to legislative and postsecondary institutional interest in sharing resources, increasing ease of access, and encouraging intersegmental cooperation.

- Moving toward achieving a seamless transition of students between the higher education systems and to potentially increase transfers from the California Community Colleges to the California State University and the University of California by encouraging students to continue their education beyond the certificate or associate degree level.

This report, in response to legislative directive, evaluates those objectives.

Establishing an advisory committee to the Commission's study

The Commission established an advisory committee to assist it in preparing its analysis of the Cross-Enrollment Program. The committee was comprised of representatives from each of the three public segments, along with Commission staff. The committee included: Aiden Ely of the California Community Colleges Chancellor's Office, Judy Osman of the California State University Chancellor's Office, and Annik Hirshen of the University of California Office of the President. The Commission wishes to acknowledge these three representatives for their assistance in preparing reports and for providing advice to Commission staff.

The committee met twice and discussed: (1) previous reports prepared by the segments that assessed the Cross-Enrollment Program; (2) issues to be addressed in the Commission's report; (3) the availability of data to support a study; and (4) the development of a common data collection instrument. It was clear from conversations at these meetings that no central depository of information on the Cross-Enrollment Program existed, and that little data was available from individual campuses. In order to respond to the Commission's request for information, each systemwide office representative agreed to conduct a special survey of their respective campuses using a common survey instrument. This survey asked each campus to report specific information on their participation in the program, along with the extent to which students at their campuses were cross-enrolled.

A cautionary note regarding the data collected

The data collected and provided to the Commission by the systemwide offices regarding campus and student participation in the Cross-Enrollment Program was limited, inconsistent and incomplete. There was no systematic, systemwide method for collecting data and most campuses

do not maintain a specific database attributed to cross-enrolled students. In many cases, campuses were required to manually compile information regarding student participation by hand. Campus participation in the program is voluntary, and individual campuses maintain their own data, unique to their institution, regarding student participation in the program. Because of the manner by which data are maintained, it is important to note that the data reported to the Commission for this study shows no correlation between the numbers of participants reported by the different systemwide offices. The lack of consistency can be attributed to the fact that not all colleges responded to the systemwide survey, campus databases may not capture all students, and some campuses may not be reporting attendance of students from other segments who are participating in this program. Therefore, it is not possible to reach any definitive conclusions regarding the effectiveness or utilization of this program.

Campus participation in the program

California Community Colleges

The California Community Colleges Chancellor's Office surveyed 108 colleges; 83 campuses responded. Of those responding, 37 reported that they participated in the Cross-Enrollment Program. This was more than double the number of community colleges that participated in 1996. Student participation in the program varied by campus. Three community colleges reported that they only sent cross-enrollment students, but did not receive any. A list of community colleges that participate in the program appears in Appendix C.

Of the 37 colleges that participated in the program, the admissions and records office administered the program 65 percent of the time, followed by the transfer center (35%), the counseling office (16%), and the career center (8%). The Transfer and Articulation Program within the Student Services and Special Programs Division of the Chancellor's Office has oversight responsibility for the Cross-Enrollment Program at the state level.

Of the 83 colleges that responded to the Chancellor's Office survey, 46 indicated that they did not participate in the program. The most prevalent reasons cited for not participating included: the inability to count students for apportionment; a lack of resources to support program management; a lack resources to support MIS student tracking/record keeping; and that the community college campus was regionally isolated from a four-year institution. Other community colleges chose not to participate for a variety of reasons, including but not limited to: a university unable or unwilling to participate; a lack of student interest; or it was against district policy.

Those community colleges that participated in the Cross-Enrollment Program used a variety of methods to advertise it. Most common among these approaches was the use of counselors, transfer center staff, registrars and admission officers, the college catalog, and brochures. Informa-

tion about the program was also disseminated via class schedules, flyers, college websites, educational advisors, university representatives, mailings, admission marquees, advertisements, transfer planning guides, and by word of mouth.

California State University

The Chancellor's Office of the California State University surveyed 23 of its colleges. Although all campuses support the program, some campuses have few or no participants, in large part because local community colleges did not participate. However, it is important to note that many State University campuses have developed strong transfer agreements with community colleges in place of or in addition to the Cross-Enrollment Program. In addition, other transfer programs have been initiated between the State University and community colleges. For example, community college and State University representatives have drafted guidelines for implementation of the 4CSU Program. That program assists students who choose to begin their postsecondary career at a California Community College and who have a baccalaureate degree as their goal. The program identifies the academic services that students are entitled to at each segment. Cross-enrollment can be an integral part of transfer agreements.

University of California

All nine University of California campuses participate in the Cross-Enrollment Program. UC Berkeley and UC Riverside have a lower overall number of participants than the other campuses. UC Berkeley noted that it also participates in the Regional Association of East Bay Cross Registration and Concurrent Enrollment Programs (RAEBCU), which were established prior to the Cross-Enrollment Program. The campus indicated that the low number of participants in the Cross-Enrollment Program might be due to the relatively high number of students participating in RAEBCU.

At a majority of the campuses, the Cross-Enrollment Program is administered through the Admissions and Registration Office. At UC Irvine and UC Los Angeles, however, the Extension Office administers the incoming students, while the Registrar's Office administers the outgoing students.

UC campuses use a wide range of methods to communicate information about the program to students. All of the campuses but one indicated that they use the college catalog as the primary forum for communicating information about the program. In addition to the catalog, all but one of the campuses used additional methods for informing students, including counselors, the registrar, the admission office, the extension office, transfer centers, class schedules, websites, and brochures.

The University of California Office of the President noted that while these forms of communication have been moderately successful, a number of its campuses provided several recommendations for increasing the utilization of the program. One campus suggested that a website should be developed and dedicated to answering students and staff's frequently asked questions about the program. Another campus suggested that transfer centers encourage more students to take advantage of the program before becoming students at the University. A third campus suggested an advertising campaign to University students, as they appear to underutilize the program. Finally, one campus observed that there have been few queries from community colleges about the program and as a result the campus has had few students from the local community colleges to participate.

Student participation in the program

California Community Colleges

According to the Chancellor's Office of the California Community Colleges, the extent of record keeping among community colleges participating in cross-enrollment varies. This may be a symptom of problems cited as reasons for not participating at all, i.e. "lack of resources to support program management" and "lack of resources to support MIS student tracking/record keeping." Display 1 indicates that of the 83 colleges reporting, 37 colleges participated in the Cross-Enrollment Program. The number of community colleges reporting data for students sent to the California State University and the University of California from 1997 to 2002 ranged from 12 to 30.

DISPLAY 1 Estimated Number of California Community College Students Attending California State University or University of California Campuses

Year	Attending CSUs	Attending UCs	Number of Community Colleges Reporting Participating	
			CSU	UC
1997-98	62	22	7	5
1998-99	72	20	7	3
1999-00	114	34	10	6
2000-01	260	61	16	10
2001-02	493	84	18	12

Source: California Community Colleges Chancellor's Office.

Conversely, Display 2 shows that the number of community colleges reporting students received from the State University and the University over the same period ranged from 1 to 7.

DISPLAY 2 Estimated Number of California State University and University of California Students Attending California Community College Campuses				
Year	CSUs Students	UCs Students	Number of Community Colleges Reporting Participating	
			CSU	UC
1997-98	12	0	1	0
1998-99	8	0	2	0
1999-00	17	0	2	0
2000-01	26	5	3	3
2001-02	20	10	4	3
Source: California Community Colleges Chancellor's Office.				

In its report to the Commission, the Chancellor's Office noted that the general pattern over the five-year period for students sent to the State University and the University suggests an increase in the number of community colleges gathering data and an increase in the number of students participating in the program. Such trends are less apparent regarding students coming to the community colleges from State University and University campuses. Given the limited number of community colleges reporting data, it is possible that the actual number of students participating in the Cross-Enrollment Program is higher than reported.

Data collection regarding courses taken by cross-enrolled students is very limited in the community college system. Appendix D displays a list of courses reported by community colleges as having been taken by cross-enrolled students.

California State University

In its report to the Commission, the Chancellor's Office of California State University reported that 404 California Community College students and 42 University of California students enrolled in a state university course under the Cross-Enrollment Program in 2001-02 (Display 3). During that same year, campuses reported that 24 state university students took a course at a community college and 22 state university students took a course at a University of California campus (Display 4).

DISPLAY 3 Estimated Number of California State University Students Attending California Community College or University of California Campuses			
Year	Attending CCCs	Attending UCs	Number of Participating CCC and UC Campuses
1997-98	1	2	1
1998-99	8	1	2
1999-00	15	5	2
2000-01	14	3	3
2001-02	24	22	4
Source: Chancellor's Office of the California State University.			

BEST COPY AVAILABLE

DISPLAY 4 Estimated Number of California Community College and University of California Students Attending California State University Campuses			
Year	**CCCs Students**	**UCs Students**	**Number of Participating CSU Campuses**
1997-98	88	0	4
1998-99	110	3	4
1999-00	121	20	5
2000-01	156	21	6
2001-02	404	42	15
Source: Chancellor's Office of the California State University.			

Some campuses provided anecdotes to the data they submitted. The State University Chancellor's Office explains that in some cases, campuses have established consortia with feeder colleges for specific majors in which a two-year college was unable to provide courses. In fact, one campus indicated that a consortium with a feeder campus would continue even if the cross-enrollment program sunsets.

State University campuses could not fully respond to the Commission's request for information because student information record systems used by state university campuses do not capture and store cross-enrollment information. Therefore, information provided by campuses is either an estimate or based on copies of forms that campuses maintained. Administrators of the State University Chancellor's Office believe that the numbers provided by the colleges are conservative and that the actual number of students served by the program exceeds the number reported by its campuses. The figures provided do not include the number of students who participate in collaborative enrollment programs that preceded the establishment of the Cross-Enrollment Program.

University of California

In its survey of its campuses, the University of California Office of the President found that for the two-year period of 2000-2002, an estimated 1,011 students participated in the Cross-Enrollment Program, either as University students attending other segments or as students from other segments attending the University. (It is important to note that historical data reported for the University involvement in the program was for a combined two-year period.) The majority of students who participated in the program came from other segments to the University to take classes.

For the five-year period of 1994-1999, the Office of the President reported that an estimated 854 students participated in the program. Display 5 shows that in comparing the University data for that initial five-year period to that for the 2000-02 period, the participation of students from other segments taking classes at the University rose most at UC Los Angeles, UC San Diego, and UC Santa Cruz. This increase may be due

BEST COPY AVAILABLE

to the fact the program is now established on those campuses with a history of students successfully participating.

According to the Office of the President, of the 1,011 participants in 2000-2002, an estimated 949, or 94%, were students enrolled in the other segments coming to the University to take classes. The other estimated 62 students, or 6%, were University students who took classes at one of the other segments. The latter number may be lower than the actual number of University students who took advantage of the program, as some of the campuses did not track the students who took classes elsewhere. Overall, the percentage of incoming students rose slightly since the 1994-1999 period, which indicated that 91% of the total participants were students enrolled in other segments coming to take classes at the University.

DISPLAY 5 Intersegmental Cross Enrollment Program at the University of California, 2000-2002

	Estimated Number of University of California Students Attending California Community College or California State University Campuses				Estimated Number of California Community College and California State University Students Attending the University of California Campuses		
	Attending CCCs	**Attending CSUs**	**Total**		**CCCs Students**	**CSUs Students**	**Total**
Berkeley			0		4	0	4
Davis	0	22	22		1	0	1
Irvine	0	13	13		38	6	44
Los Angeles			0		n/a	n/a	182[1]
Riverside			0		4	0	4
San Diego	n/a	n/a	n/a[2]		n/a	n/a	196[1]
San Francisco			0				0
Santa Barbara	n/a	n/a	n/a[2]		n/a	n/a	313[1,3]
Santa Cruz	n/a	n/a	27[1]		202	3	205
Grand Total			62				949

1. The campus provided overall numbers, but did not track the CC or CSU breakdown.

2. The campus did not track UC students enrolled elsewhere.

3. The campus tracking occurred from Winter 2000 through Spring 2002.

Source: University of California Office of the President.

The Office of the President also estimated that of 949 students who took classes at UC during 2000-2002 period, at least 249 came from the community college system. It is thought that this number may actually be higher, as some campuses, such as UC Los Angeles and UC San Diego, did not track the home segment of participating students. In addition, UC Santa Barbara indicated that, while the campus did not track the enrolled students' home segment, a majority of the 313 students who took classes at the campus were community college students.

Courses taken by students participating in the program varied widely, and are presented in a table in Appendix E. Of particular note, UCLA reported that military science classes have had the greatest enrollment by both community college and State University students. In fact, that campus estimated that half of the inbound students to its institution are enrolled in ROTC, which is an interesting outcome of the program.

The Commission requested that each Systemwide Office query their respective colleges to make recommendations as to what steps might be taken in order to increase utilization or to improve the Cross-Enrollment Program. The following paragraphs are abstracted from each segment's response.

Policy issues for consideration

California Community Colleges

The Chancellor's Office reported that the vast majority of responses dealing with improving the program had to do with some aspect of improved marketing. Beyond that general recommendation, suggestions included development of a comprehensive brochure, more collaboration among the segments, transfer representative visits to classes, and coordination with State University and University outreach efforts. Thirty-one community colleges of those surveyed responded that the program should be continued in its present form. Twelve colleges recommended continuing the program if full FTES funding was offered. Twenty-four colleges recommended the elimination of the program.

Generally, the California Community Colleges support the intent and objectives of the Cross-Enrollment Program. Objectives such as increasing access, responding to student need, maximizing utilization of resources, simplifying processes, and encouraging intersegmental cooperation remain a high priority for the community college system. Without question the program has responded to the needs of some students by providing access to courses not available at their home campus and the opportunity to experience new academic programs or institutions. Participation has increased over the past six years both in terms of the number of community colleges and the number of students participating.

However when considering the questions regarding underutilization and effectiveness, the Chancellor's Office of the community colleges noted several factors that have significant implications for the future of the Cross-Enrollment Program. Those factors include:

- **Geographic distance.** Despite a desire to participate, geographic distance between institutions serves as a barrier to participation in cross-enrollment for some community colleges. Traditionally a problem for rural colleges, geographic distance may also affect students who try to enroll in certain campuses and/or courses that are impacted. Distance education may alleviate this problem, but this approach raises its own policy considerations.

- **Capacity.** Current utilization and attempts for expansion of cross-enrollment will continue to be frustrated by issues rising from capacity limits in all three segments. Over enrollment at the system level and the increasing number of impacted campuses, majors and high demand courses provide less opportunity for students to cross-enroll on a "space available basis". Complexity, inconvenience and in some instances rejection stemming from capacity limits is a frustrating experience, and increased marketing of cross-enrollment may only serve to increase the severity of the problem.

- **Lack of resources.** Lack of funding to provide for the cost of instruction, management and administration of the Cross-Enrollment Program continues to be cited by community colleges as a significant barrier to participation. In an environment in which financial resources are not keeping pace with the cost of increasing enrollments, the lack of sufficient funding for existing programs and services often requires colleges to make difficult decisions regarding priorities. While the current $10 fee may be cost effective from the student perspective, it does little to offset the real cost of instruction, program management, and administration. The lack of full ADA or FTE funding for cross-enrolled students serves as a disincentive to continue the program.

- **Lack of data on transfer and cross-enrollment**. The Cross-Enrollment Program encompasses many elements that would seem to encourage and support the transfer of students from community colleges to four-year institutions. One would expect that strategies such as collaboration between colleges, enrollment in courses that are unavailable on a community college campus or the exploration of other academic programs and institutions would result in an increase in the number of students that transfer. However, research indicates that many variables affect transfer numbers and rates, no specific data have been gathered that directly relate cross-enrollment to increases in transfer. Cross-enrollment may in fact result in transfer increases, at least in some instances, however community college have no direct evidence to support such a causal relationship. Therefore, the effectiveness of cross-enrollment in terms of increasing transfer cannot be established. Impacted courses and campuses as well as higher admissions standards resulting from capacity limits are most likely to have the greatest impact on transfer to California State University and University of California campuses in the future.

The Chancellor's Office noted that factors related to geographic distance, capacity and resources might limit the utilization and effectiveness of the Cross-Enrollment Program. On the other hand, survey results suggest that participation by community colleges and students is increasing. As long as student needs are being met and educational institutions are willing to participate there would seem to be no reason to discontinue the program.

To address those factors outlined above, the Chancellor's Office suggested several modifications to the program if the Cross-Enrollment Program is to be continued:

- Allow campuses to report enrollment for budget purposes or to collect appropriate fees associated with instruction and program management;
- Allow students to register based on the same criteria as native students rather than "on a space available basis";
- Link the Cross-Enrollment Program directly to emerging dual admission programs i.e. 4CSU and UC Dual Admissions;
- Establish a coordinated marketing effort among the three segments of higher education; and
- Establish an evaluation component that defines and accurately measures variables for program utilization and effectiveness.

California State University

The California State University Chancellor's Office made similar arguments regarding the program's utilization. It noted that the program is appropriately used as long as student objectives are served and educational resources are effectively utilized. It's report indicated that students might enroll in courses that were not available at the home campus, enroll in courses that were more conveniently located or scheduled, and/or take part in a unique experience offered by another segment of California public higher education.

The State University conducted no cost analysis for the program. The Chancellor's Office noted in its report to the Commission, however, that its campuses participate voluntarily, and that many campuses have absorbed administrative costs associated with the relatively few number of students they enroll. At least one college determined that it is more cost effective to allow student participation without any administrative fee.

The Chancellor's Office suggested that the program should be modified to allow campuses to collect appropriate instructional funding and to allow students to have easier access than is currently provided by program restrictions. It also noted that the viability of the program may be limited due to enrollment growth at some campuses, and as fiscal resources might become more constrained.

The Chancellor's Office suggested the following modifications to the program that might increase student participation:

- Allow campuses to report enrollment for budget purposes or to collect appropriate student fees associated with the cost of instruction; and

- Increase the ability of students to register, without waiting to register on a space available basis, after the enrollment period has been completed.

University of California

The University of California Office of the President (UCOP) also suggested several modifications to the program. UCOP supports continuing the program, but recommended the following:

- Increase the $10 administrative fee to $25. Many of the University campuses indicated support for the extension of the program, but noted that an increase in the fee would be a necessary change. UC Los Angeles noted that it costs $25 to enroll a student, and subsequently maintain that student's academic record in perpetuity.

- Improve the reciprocal nature of the program. For example, UC Santa Cruz noted that the number of students that the campus receives is high, while the number of students going from that campus to other segments is low, because many of the local community college campuses do not participate. The overall numbers reflect that this unequal use occurs at a majority of University campuses. The UCOP recommended examining whether the other segments can increase their role in the program, in order to make cross-enrollment more equitable.

- Intended students may not always use the program. For example, at UC Santa Barbara, a number of students took advantage of the program as an opportunity to finish courses at a lower cost. There is nothing to prevent a former University student from enrolling at a community college to take a course through the program to finish a degree. UCOP noted that this clearly was not the intent of the program. As a result of such unintended uses, UC suggested two additional requirements be added for those students who chose to participate: (1) limit program participation eligibility to a specific number of terms; and (2) prohibit students who have already completed a graded academic term at one segment from taking part in the program at that segment. These prohibitions would prevent a UCLA senior, for example, from enrolling at a local community college to take her remaining units at UCLA for the $10 fee.

The University indicated in its report that the program may have a number of valuable intended uses, including the improvement of articulation and transfer. The University also noted that it views cross-enrollment as a beneficial way for prospective students attending another segment to "try-out" the University to evaluate whether they want to pursue transferring. However, UCOP wrote that, "without an in-depth study that includes interviewing prospective transfer students, it is hard to predict what impact the program has had on students' decisions or whether they had already decided to transfer when they enroll in the program."

Commission findings

It is clear to the Commission that a full assessment of the effectiveness and utilization of the Cross-Enrollment Program cannot be completed based on the information currently available. Since there is no state cost associated with the program and there are some students benefitting from having the program available, there is merit in continuing this program as one method for encouraging intersegmental cooperation and providing additional educational opportunities for students.

Based on the reports and information provided by systemwide offices of the California Community Colleges, California State University, and University of California, the Commission expresses the following findings and recommendations.

1. Student participation in the program is very low

Less than 1,000 students statewide participate in the Cross-Enrollment Program out of a total number of 2.65 million students enrolled at the University of California, California State University, and California Community Colleges combined each year. This represents less than 0.04% of all students who could utilize the program.

There are a number of reasons for low participation in the program. Students might not be fully informed about the availability and benefits of the program; campuses may not be geographically accessible; colleges may choose not to participate because they do not receive funding; and University, State University, and community college campuses may have initiated other programs to assist community college students in transferring to four-year colleges, and have chosen not to make the Cross-Enrollment Program part of those efforts.

2. There is some benefit to the students who participate in the program

The students taking advantage of this program do reap some of the benefits envisioned when this program was initiated. They are able to take classes at another institution at minimal cost. They can take courses that are unavailable at their primary campus. Some community college students who participate in the program may be more likely to transfer to four-year institutions.

3. There is no state cost associated with this program. The current $10 administrative fee is appropriate.

Colleges have little incentive to promote a program that precludes them from earning state revenue for those students they enroll. The issues raised by the segments regarding funding for this program are legitimate. More community colleges might participate in the program if they were to receive full funding for cross-enrolled students. However, this was not the intent behind the enabling legislation. In light of the fact that a resi-

dent student can matriculate for only $11 a unit, the college might encourage students enrolled at four-year institutions to enroll as regular community college students so that the college can receive ADA/FTE revenue for those students enrolled.

Increasing the fee beyond the current $10 limitation to $25 as suggested by the University of California would have a minimal impact on reducing a campus's expenditures necessary to support the program. There is no evidence to suggest that increasing the fee would encourage more campuses to participate. However, any increase might discourage some students to cross-enroll.

4. The Commission acknowledges that several initiatives, in addition to the Cross-Enrollment Program, are currently underway throughout the state that are designed to improve cooperation and collaboration among the State's segments of higher education.

The Commission supports programs that encourage greater educational opportunity for students to move among and between the State's segments of higher education. While the Cross-Enrollment Program is one such vehicle, other cooperative programs such as 4CSU and Dual Admission also offer students opportunities to expand their education. The Commission encourages the University of California, California State University, and the California Community Colleges to implement such cooperative and collaborative programs in a manner that will most effectively meet the needs of students who desire to enroll concurrently in more than one system of higher education.

Commission recommendations

1. The Commission recommends that the Cross-Enrollment Program be continued.

2. The Commission recommends that the University, State University, and community college campuses improve the manner by which students are informed of the availability of courses at other colleges through the Cross-Enrollment Program. To do so, the Commission recommends that counseling offices and transfer centers at community colleges should encourage potential transfer students to utilize the Cross-Enrollment Program. In particular, the Cross-Enrollment Program should be an integral part of existing transfer articulation agreements and programs between two-year and four-year institutions.

3. The Commission recommends that the current $10 fee a student pays to enroll in the program is appropriate and should be continued.

Appendix A SB 1914 -- Postsecondary Education: Cross-Enrollment Program

Existing law requires the Board of Governors of the California Community Colleges, the Regents of the University of California, and the Trustees of the California State University to develop, maintain, and disseminate a common core curriculum in general education courses for the purposes of transfer. Under existing law, any person who has successfully completed the transfer core curriculum shall be deemed to have completed all lower division general education requirements for the University of California and the California State University.

This bill would permit any student who meets specified criteria and who is enrolled in any campus of the California Community Colleges, the California State University, or the University of California to enroll without formal admission or payment of additional fees, except an administration fee of not more than $10, in a maximum of one course per academic term at a campus of either of the other systems on a space available basis at the discretion of the appropriate campus authorities on both campuses, as specified. These provisions would become operative commencing with the fall 1995 term and would be repealed on January 1, 2000.

The bill would require the California Community Colleges, the California State University, and the University of California to evaluate the impact of the program established by this bill and to report to the California Postsecondary Education Commission on or before June 30, 1998, on specified matters to determine whether the program should be established permanently.

The bill would require the California Postsecondary Education Commission to prepare a report based on the information from the segments and present the report, with recommendations, to the Governor and the Legislature on or before December 1, 1998.

Under existing law, these provisions would not apply to the University of California except to the extent that the Regents of the University of California, by appropriate resolution, make them applicable.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. The Legislature finds and declares all of the following:

(a) Public postsecondary educational institutions would become more learner-centered than institution-centered by providing an opportunity for

students of the California Community Colleges, the California State University, and the University of California to cross-enroll without formal admission or payment of additional fees in a maximum of one course per academic term at a campus of either of the other systems. This policy would enable campuses of those institutions to become more accessible, become more responsive to student needs, to make cross-enrollment procedures simpler and less time consuming, and to begin to develop a new model of a college or university for the 21st century.

(b) Facilitating cross-enrollment of students responds to subdivision (c) of Section 66738 of the Education Code, which states, in part, that the "governing board of each segment shall expand existing practices related to concurrent enrollment, in which community college students are provided the opportunity to take courses at University of California and California State University campuses, as space is available; and to expand opportunities for potential transfer students to participate in activities that familiarize them with the university campus."

(c) California is struggling to provide adequate educational opportunities for California residents while reeling from the impact of diminished budgets and calls for reduced costs. Expediting greater cross-enrollment of students of the California Community Colleges, the California State University, and the University of California would respond to legislative and postsecondary institutional interest in sharing resources, increasing ease of access, and encouraging intersegmental cooperation.

(d) Using technological advances will free students who wish to cross-enroll from the following steps:

(1) Completion of an admission application.

(2) Payment of an admission application fee.

(3) Submission of transcripts from the home institution to the host campus.

(e) The Legislature remains interested in the segments of public postsecondary education developing, in consultation with independent institutions, intrasegmental, intersegmental, and regional specialization agreements for specified areas of education. Public segments are encouraged to develop new programs and to project and identify societal and educational needs as well as innovative educational programs. This act to facilitate cross-enrollment represents but one program designed to respond to these goals.

(f) Enactment of this act is a major step toward achieving a seamless transition of students between the higher education systems. "Step-to-college" programs already exist to encourage high school students to enroll concurrently in courses offered at local colleges and universities.

This proposal would afford a similar opportunity to community college students.

(g) Increased access to the California Community Colleges, the California State University, and the University of California by an uncomplicated cross-enrollment option responds directly to Master Plan Review recommendations to "develop new programs of outreach, recruitment, and cooperation" between the segments.

(h) California Community College students who enroll concurrently would be lower division students, most likely wishing to sample university courses. The experience would provide an opportunity to bolster the confidence of California Community College students by their successful performance in university level courses, thereby encouraging them to continue their education beyond the associate degree level. Accordingly, cross-enrollment has the potential to increase transfers from the California Community Colleges to the California State

University and the University of California, including the transfer of students from underrepresented groups.

(i) Enactment of this act will also provide California State University and University of California students with the opportunity to take lower division courses at the California Community Colleges without additional cost. Students may find it necessary to look to the California Community Colleges for courses not offered by the California State University and the University of California campuses or not available during a given term.

(j) Since only qualified students would be permitted to enroll at a campus of the other system on a space available basis and since students would no longer require admission and legislatively mandated matriculation services, additional workload from cross-enrollment at campuses of the California Community Colleges, the California State University, and the University of California should be minimized.

SEC. 2. Chapter 9.5 (commencing with Section 66750) is added to Part 40 of the Education Code, to read:

CHAPTER 9.5. CROSS-ENROLLMENT

66750. For purposes of this chapter, the following definitions apply:

(a) "Home campus" means the campus at which the student is matriculated.

(b) "Host campus" means the campus to which the student seeks access.

66751. Any student enrolled in any campus of the California Community Colleges, the California State University, or the University of California

who meets the requirements of Section 66752 may enroll without formal admission and, except as provided in Section 66753, payment of additional fees, in a maximum of one course per academic term at a campus of either of the other systems on a space available basis at the discretion of the appropriate campus authorities on both campuses. A student enrolled in a course pursuant to this chapter shall be provided access to necessary instructional support services at the host campus in the same manner as students regularly enrolled in the course.

66752. A student is qualified to participate in the program established by this chapter if he or she is enrolled in any campus of the California Community Colleges, the California State University, or the University of California and meets the following requirements:

(a) The student has completed at least one term at the home campus as a matriculated student and is taking at least six units at the home campus during the current term.

(b) The student has attained a grade point average of 2.0 (grade of C) for work completed.

(c) The student has paid appropriate tuition or fees, or both, required by the home campus for the academic term in which the student seeks to cross-enroll.

(d) The student has the appropriate academic preparation, as determined by the host campus, consistent with the standard applied to currently enrolled students, to enroll in the course in which the student seeks to enroll.

66752.5. Courses that are not state-supported, including extension and summer session courses, are not subject to this chapter.

66753. (a) The Chancellor of the California Community Colleges, the Chancellor of the California State University, and the President of the University of California shall establish procedures so that a student meeting the requirements of Section 66752 may be certified by the home campus as to eligibility, residence, fee, financial aid, and health status.

The host campus may require the applicant to submit additional information as needed. The host campus may charge participating students an administration fee, not to exceed ten dollars ($10) per academic term.

(b) A student enrolled pursuant to this chapter shall be exempt from participation in the matriculation services described in Article 1 (commencing with Section 78210) of Chapter 2 of Part 48.

66753.5. The enrollment of a student at a host campus pursuant to this chapter shall not be counted in the calculation of headcount or full-time

equivalent student enrollment at either the home campus or the host campus.

66754. This chapter shall become operative commencing with the fall 1995 term.

66755. (a) The California Community Colleges, the California

State University, and the University of California shall evaluate the impact of the program established by this chapter and shall report to the California Postsecondary Education Commission on or before June 30, 1998, on student use, revenue implications, and other issues that may be identified to judge satisfactorily the program's efficiency and determine whether it should be established permanently.

(b) The California Postsecondary Education Commission shall prepare a report based on the information from the segments and, notwithstanding Section 7550.5 of the Government Code, shall present the report, with recommendations, to the Governor and the Legislature on or before December 1, 1998.

66756. This chapter shall remain in effect only until January 1, 2000, and as of that date is repealed, unless a later enacted statute, which is enacted before January 1, 2000, deletes or extends that date.

Appendix B SB 361 -- Postsecondary Education: Cross-Enrollment

Existing law establishes a cross-enrollment program, whereby a student enrolled in any campus of the California Community Colleges, the California State University, or the University of California who meets certain requirements may enroll without formal admission or payment of additional fees in a maximum of one course per academic term at a campus of either of the other systems on a space available basis at the discretion of the appropriate campus authorities on both campuses. Existing law requires the California Postsecondary Education Commission to prepare a report, based on information received on or before June 30, 1998, from the public postsecondary segments, on the program and to submit this report, with recommendations, to the Governor and the Legislature on or before December 1, 1998. Under existing law, the chapter that establishes the cross-enrollment program remains in effect only until January 1, 2000, and as of that date is repealed.

This bill would extend the deadlines for the reports of the public postsecondary segments and the commission to June 30, 2002, and December 1, 2002, respectively. The bill would require that, if in the determination of the commission, the cross-enrollment program appears to be underutilized, the report include the comments of the commission with respect to the reasons for the underutilization and options for increasing participation in the program. The bill also would extend the repeal date of the chapter that establishes the cross-enrollment program until January 1, 2004.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. Section 66755 of the Education Code is amended to read:

66755. (a) The California Community Colleges, the California State University, and the University of California shall evaluate the impact of the program established by this chapter, and shall report to the California Postsecondary Education Commission on or before June 30, 2002, on student use, revenue implications, and other issues that may be identified to judge satisfactorily the program's efficiency and determine whether it should be established permanently.

(b) The California Postsecondary Education Commission shall prepare a report based on the information received from the segments pursuant to subdivision (a) and, notwithstanding Section 7550.5 of the Government

Code, shall present the report, with recommendations, to the Governor and the Legislature on or before December 1, 2002.

If, in the determination of the commission, the program established by this chapter appears to be underutilized, the report shall include the comments of the commission with respect to the reasons for the underutilization and options for increasing participation in the program.

SEC. 2. Section 66756 of the Education Code is amended to read:

66756. This chapter shall remain in effect only until January 1, 2004, and as of that date is repealed, unless a later enacted statute, which is enacted before January 1, 2004, deletes or extends that date.

Appendix C Community Colleges Reporting Participation in Cross-Enrollment Program, August 2002

American River
Barstow
Columbia
Crafton Hills
Cuyamaca
Diablo Valley
East Los Angeles
El Camino
Fresno City
Grossmont
Hartnell
Irvine Valley
Las Positas
Long Beach City
Los Medanos
MiraCosta
Modesto Junior
Mt. San Antonio
Mt. San Jacinto
Napa Valley
Ohlone
Palomar
Riverside
San Bernardino Valley
San Diego City
San Diego Mesa
San Jose City
Santa Ana
Santa Barbara City
Santa Rosa Junior
Santiago Canyon
Sequoias, College of
Shasta College
Sierra College
Solano Community
Southwestern
West Hills

Appendix D Courses Taken at the California State University and the University of California by Cross-Enrolled California Community College Students, 2001-2002

Type of Course

Accounting
Asian Studies
Chemistry
Computer Information Systems
Engineering
English
Environmental
History
Japanese
Lower Division Major Preparation
Management
Math
Nursing
Physics
Religion
ROTC
Science
Teacher Preparation
Upper Division General Education
Upper Division Major courses

Appendix E Cross-Enrollment Program Courses Taken in 2000-2002 at the University of California

Courses UC Students took at CCC/CSU

Accounting 1A
Aerospace Science
Army Management Systems
Bio Science
Design 100
Drawing 1
Health Psychology
Military Science
Organic Chemistry
Pathophysiology
ROTC

Courses CCC/CSU students took at UC

American Studies
Anthropology
Art
Art History
Asian American Studies
Astronomy
Biological Sciences
Black Studies
Chemistry
Chinese
Classics
Community Studies
Computer Engineering
Computer Science
Criminology/Law & Society
Dance
Earth Sciences
Economics
Education
Engineering Politics and Society
English
Film
French
Geography
German
Hebrew
History
Information & Computer Science
Italian
Japanese
Latin
Latin American & Latino Studies
Legal Studies
Linguistics
Literature
Math
Military Science
Music
Philosophy
Physical Education
Physics
Political Science
Psychology
Psychology and Social Behavior
Russian
Slavic Studies
Sociology
Social Ecology
Spanish
Theater Arts
Women's Studies

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Office of the Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations on higher education issues.

Members of the Commission

As of February 2003, the Commissioners representing the general public are:

Alan S. Arkatov, Los Angeles; Chair
Howard Welinsky, Burbank; Vice Chair
Carol Chandler, Selma
Guillermo Rodriguez, Jr., San Francisco
Evonne Seron Schulze, San Diego
Olivia K. Singh, San Francisco
Faye Washington, Los Angeles
Melinda G. Wilson, Torrance
Vacant

Representatives of California education systems are:

Irwin S. Field, Beverly Hills; appointed by the Office of the Governor to represent the Association of Independent California Colleges and Universities;

George T. Caplan, Los Angeles; appointed by the Board of Governors of the California Community Colleges;

Susan Hammer, San Jose; appointed by the California State Board of Education;

Anthony M. Vitti, Newport Beach; appointed by the Trustees of the California State University; and

Odessa P. Johnson, Modesto; appointed by the Regents of the University of California.

The two student representatives are:

Rachel Shetka, Santa Barbara
Vacant

Of the 16 Commission members, nine represent the general public, with three each appointed for six-year terms by the Office of the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Five others represent the major systems of postsecondary education in California. Two student members are appointed by the Office of the Governor.

Functions of the Commission

The Commission is charged by the Legislature and the Office of the Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Office of the Governor, the Commission performs specific duties of planning, evaluation, and coordination by cooperating with other State agencies and nongovernmental groups that perform those other governing, administrative, and assessment functions. The Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any colleges and universities.

Operation of the Commission

The Commission holds regular public meetings throughout the year at which it discusses and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school level in California. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Robert L. Moore, who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933; web site www.cpec.ca.gov.

A Review of California's Cross-Enrollment Program

Commission Report 03-01

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

2002

02-03 *Student Transfer in California Postsecondary Education* (February 2002)

02-04 *California Colleges and Universities, 2002: A Guide to California's Degree-Granting Institutions and to Their Degree, Certificate, and Credential Programs* (April 2002)

02-05 *The California Postsecondary Education Commission's Public Agenda: Priorities for Action* (April 2002)

02-06 *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* (April 2002)

02-07 P*erformance Indicators of California Higher Education, 2001: The Eighth Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (April 2002)

02-08 *The Condition of Higher Education in California, 2002* (May 2002)

02-09 *The Otay Mesa Higher Education Center: An Off-Campus Facility of the Southwestern Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 2002)

02-10 *Priorities for California Educational Technology Funding: A Report in Response to AB 1123* (July 2002)

02-11 *Executive Compensation in Public Higher Education, 2001-02* (July 2002)

02-12 *Recommendations for Long-Term Resident Student Fee Policy Framework for Students Enrolled at California's Public Universities* (December 2002)

02-12 *Recommendations to Increase the Postsecondary Opportunities for Residents of Superior California: A Report to the Governor and Legislature in Response to the State Budget Act of 2001-02* (December 2002)

2003

03-01 *A Review of California's Cross-Enrollment Program: A Report to the Governor and Legislature in Response to the Senate Bill 1914 and Senate Bill 361* (February 2003)

03-02 *Admission Policies and Attrition Rates in California Community College Nursing Program: Background and Summary of Findings and Recommendations of the California Postsecondary Education Commission* (February 2003)

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
National Library of Education (NLE)
Educational Resources Information Center (ERIC)

NOTICE

Reproduction Basis

☑ This document is covered by a signed "Reproduction Release (Blanket)" form (on file within the ERIC system), encompassing all or classes of documents from its source organization and, therefore, does not require a "Specific Document" Release form.

☐ This document is Federally-funded, or carries its own permission to reproduce, or is otherwise in the public domain and, therefore, may be reproduced by ERIC without a signed Reproduction Release form (either "Specific Document" or "Blanket").